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26 May 1960

MEMORANDUM FOR: Assistant Director, Research and Reports

THROUGH: Chief, Geographic Research Area

SUBJECT: Clerical Problem

1. The recently-invoked ceiling on ORR clerical strength is seriously affecting the ability of the Geography Division to command the clerical services that it requires. The problem arises because the Division clerical T/O of 6 personnel is 40 percent under the long-standing actual requirement of 10 clericals. Up to now, the difference has been accommodated by St/A through the detailing of bodies from an Office pool under Position No. 1520. Under present DD/I policy, this procedure cannot realistically be continued. As a result, Division clerical strength will be reduced by attrition to 7 personnel by July, and to 6 by the middle of October. This situation will critically affect our ability to operate.

2. There are several characteristics of the Geography Division activity that complicate presentation of the Division staffing case. First, the Division is responsible for satisfying requirements on a world-wide basis. This necessitates a continuing surveillance and study of geographic events, trends, and developments in all countries irrespective of specific and immediate intelligence needs. During the past year, this effort amounted to 29 percent of available research time. Second, most Division production is undertaken in direct support of other intelligence components; very little work is self-generated. This fact reflects the basic intelligence role of geography in that its products are required by nearly all intelligence activities. Lastly, as an essentially unprogrammed activity, geographic research shifts constantly from one topic and area of concern to another in accordance with the shifting requirements of the Agency and the Intelligence Community. The overall effect is that it is not possible to quantify research loads adequately in terms of essential intelligence objectives when the loads involve sizeable amounts of fundamental research and a program that differs from one month to the next. In addition, justification of the necessity for project expenditures cannot always be related to established priorities when assurance on this score depends basically on the word of those served. It is hoped that the following discussion of the Division clerical problem and the means for its solution will be considered in this context.

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3. The Geography Division requires clericals for the following tasks: Division administration, NIS coordination, research support, and publications support. During the period April 1959 - March 1960 the manhour expenditures were as follows:

| | |
|---|--------|
| Division administration (Correspondence, Time and Attendance, personnel actions, document routing and control, filing) | 4,592 |
| NIS coordination (Draft and final typing, correspond- ence, filing, dittoing and report assembly, proofreading) | 3,616 |
| Research support (Document screening, filing, draft typing, correspondence, research assistance) | 9,743 |
| Publications support (Dittoing and assembly of urgent, limited-distribution reports; "quickie" and intelligence briefs typing that cannot be accommodated by St/P; proofreading) | 1,289 |
| TOTAL | 19,140 |

The Division thus required in the past year roughly 9.6 manyears of clerical time. Of this total, 844 hours actually represented overtime and manpower borrowed from elsewhere in order to complete urgent tasks. The total does not include a clerical that is needed to cover the growing workload of the Near East/Africa Branch; the Division continues to attempt to handle this requirement through use of a Front Office clerical on a half-time basis.

4. To absorb the forthcoming clerical attrition within the Division would necessitate reduction or cancellation of assigned functions or programs. Present staffing levels do not otherwise provide resources to draw on. If absorption of clerical attrition within the Division were obligatory, the available courses of action would appear to be as follows:

a. Redistribute clericals. Existing clerical strength is distributed as follows:

| | <u>Manyears Available</u> |
|-------------------------|-------------------------------|
| Division administration | 1.7 |
| NIS coordination | 1.8 |
| Research support | 5.0 |
| Publications support | 0.5 |
| | <u>9.0</u> |

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This represents a minimum staffing which requires frequent use of overtime. Strengths as of July and October 1960 would, without redistribution, be as follows:

| | Manyears Available July 1960 | Manyears Available October 1960 |
|-------------------------|------------------------------------|---------------------------------------|
| Division administration | 1.2 | 1.0 |
| NIS coordination | 0.8 | 0.0 |
| Research support | 4.5 | 4.5 |
| Publications support | 0.5 | 0.5 |
| | <u>7.0</u> | <u>6.0</u> |

Administrative and NIS functions clearly cannot be vacated. On the other hand, a redistribution of remaining clericals would have damaging effect on other basic functions:

(1) Research support. These personnel are essential to the effective operations of the six existing research units. No branch has both a research assistant and an intelligence clerk; one branch has but half-time use of a Front Office clerical, and does its own filing and draft typing. To withdraw three of the remaining four and one-half manyears would cause the virtual disappearance of essential clerical services at the research level.

(2) Publications support. This small expenditure applies to limited-distribution, urgently-needed reports and briefs that must be proofread, dittoed and assembled in the Division. "Quickie" production by the Special Research Branch in support of the OCB and higher planning staffs absorbs most of the effort. In some instances when St/P is unable to do the job final typing may also be involved. To reduce or cancel the function would mean that the Division could no longer act rapidly on short deadline, priority requests.

b. Reclassify professional positions. The outstanding weakness in this course of action is that it would have no immediate effect on the problem. As a long-term solution, it could have effect only at the expense of a reduction of regional coverage or cancellation of substantive program assignments. An obligatory reclassification would require that a choice be made between the following:

(1) Reduce or cancel regional staffing. Division analysts are presently detailed by geographical region as follows:

Manyears

Far East

Communist Far East

(China, North Korea, Mongolia, North Vietnam)

3.5

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Many years

South and Southeast Asia

(India, Pakistan, Ceylon, Burma, Thailand, Cambodia, Laos, South Vietnam, Malaya, Indonesia, British Indonesia)

2.0

South Korea, Taiwan, [REDACTED] Oceania, Philippines

0.5

Total

6.0

USSR

European Russia; terrain, soils, climate, agriculture, transportation, industry, cities, military installations.

3.0

Central Asia; population, boundaries, ethnic groups, minerals and fuels, power, pipelines, communications.

2.0

Urals, West and Central Siberia, Soviet Arctic; geology, vegetation, fauna, health and sanitation, hydrography, oceanography, fisheries.

3.0

Soviet geodesy, gravimetry, cartography; current intelligence, overall scientific and economic developments.

2.5

Total

10.5

Eastern Europe

4.0

Western Europe

1.0

Near East

2.5 (plus 1.0 on loan from DB/P)

Africa

1.5

Western Hemisphere

2.0 (plus 1.0 on loan from Ch/G)

Antarctica

0.5

Sub-Total

28.0

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| | <u>Many years</u> |
|---------------------------|-------------------|
| <u>Coordination Staff</u> | <u>4.0</u> |
| TOTAL | 32.0 (34.0) |

Superficially, it would seem that reductions in staff might be applied to, say, Western Europe or portions of the Free World part of the Far East without doing great damage. However, even for these lesser-priority areas a minimal staffing is required in order to meet NIS commitments. For example, substantial manhours were devoted during the past year to producing scheduled contributions to the NIS on [REDACTED]

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[REDACTED] Malta. In addition, experience has indicated that urgent requirements for basic environmental data have to be serviced periodically for all areas as a part of the mission of the Division. A dramatic example is the large Caribbean-Latin America load that the Division has recently had to take on. Each branch must therefore stay abreast of the whole of its region of responsibility, which in turn demands comprehensive file maintenance and surveillance of intelligence developments. To reduce staffing on areas of more obvious priority status would, in addition, necessitate corresponding reductions in the responsibilities and programs described below. As matters stand, none of the Geography Division area branches is staffed at a level really adequate to carry out its overall job.

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(2) Reduce or cancel programs. Most D/GG research projects are non-continuing and do not qualify as true "programs." However, a breakdown of work by primary requester or activity provides a rough approximation. The following describes the current programs (with research "overhead" prorated) and discusses the effects of reduced staffing:

(a) NIS - 6 many years. This activity includes coordination of Section 19 and Chapter IX, and production of the NIS appraisal of economic, political, and sociological maps. Requirements for D/GG support have recently increased with the introduction of the NIS Annual program and periodic Annexes. There appears to be no likelihood that reductions can be achieved in this activity.

(b) OSI (including I/GM) - 2.5 many years. Programs involved relate to guided missiles, atomic energy, and BW-CW intelligence. A reduction of staffing would mean lessened ability to provide basic environmental studies bearing on the identification and evaluation of critically-important sites and installations.

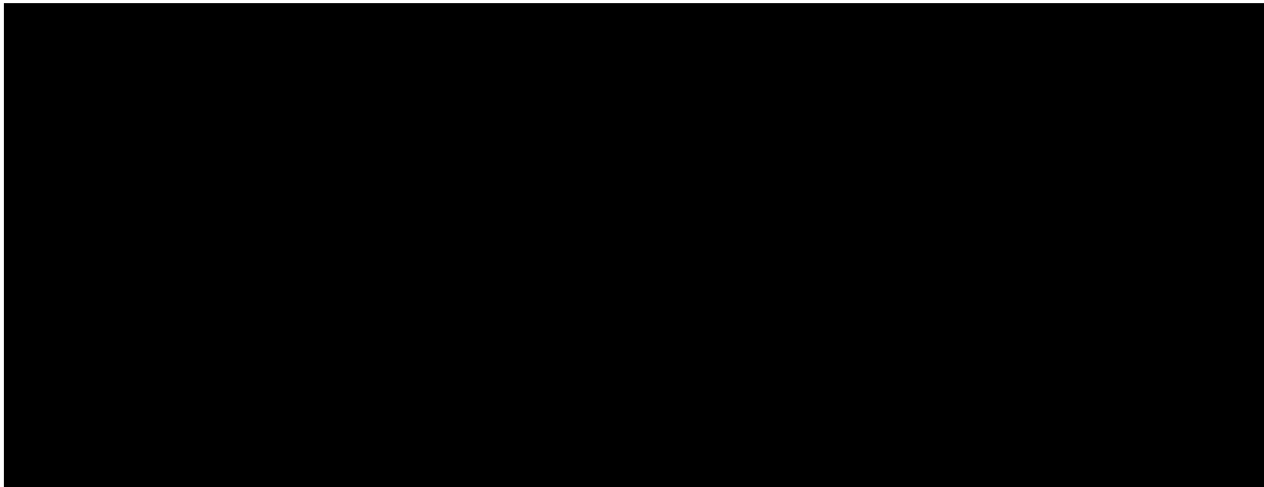
(c) OCI, ONE, ERA (other than I/GM) - 3 many years. Programs involved include current reporting support, contributions to national estimates, and work in support of economic intelligence projects and programs. Basically, a reduction in staffing would mean lessened ability to contribute pertinent geographic analyses and frames of reference to the study of economic and political events and problems. A reduction would also cut into our ability to

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service needs for geographic intelligence bearing on foreign capabilities, vulnerabilities, and courses of action, and Bloc economic development and penetration of the Free World.

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(e) USIB-OCB - 2 manyears. This program comprises Division work in the fields of Soviet geodesy, gravimetry, and cartography, with special application to the Antarctic and to missile positioning capabilities. Most of the output takes the form of special reports and briefings for higher planning personnel, but significant contributions to national estimates, scientific intelligence, and inter-Agency coordination are also involved. [REDACTED] staff is rather unique in the intelligence community. A withdrawal of manpower from this program would seriously reduce the quality and effectiveness of essential research and estimates on Bloc capabilities for war.

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(f) Other Agencies - 3 manyears. Depending on the merits of the case, the Division occasionally undertakes work for outside agencies. Normally, the tasks are in support of a joint-Agency activity. These have involved in the past the preparation of E & E country studies, and feasibility studies for the unconventional-warfare planning program, chaired by CIA. At present, a reduced effort relates to [REDACTED] combined contributions on 36 Sino-Soviet and other sensitive borders for State Department and the DD/P. A withdrawal of staffing from this program would deny the Agency's unique expertise to community programs that are also of utility to CIA.

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(g) Special collection programs - 3 manyears. This category of work covers support for special continuing collection efforts [REDACTED] Bloc topographic mapping, and Projects [REDACTED] as well as more routine requirements, evaluations, briefings. A reduction in D/OG staffing would require cutbacks in the variety of geographic intelligence support available to collection activities and would necessitate undesirable slowdowns in the pace of related production.

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(h) Self-generated projects - 3.5 manyears. Work of this type has had to be cut back in recent years. It presently includes production of the Geographic Intelligence Memorandum; short analyses that have appeared mainly in the Geographic Intelligence Review; and, rarely, general reference studies such as The China Atlas and USSR Railroads. In a sense, this activity represents the only true programming by the Division. Through these studies, D/GG analysts are able to disseminate finished intelligence that in their judgment is needed without waiting for coincidental specific requests. The value of the GM's is well-established, as is that of general reference works that have been produced. Evidence of the value of the short geographic analyses is more subtle, consisting mainly of occasional plagiarizing by other publications. A reduction of this small program would mean the loss of the only tool the Division has for addressing itself to needs that transcend specific requests, and for assuring general Agency and Community awareness of foreign geographic developments, trends, and events of intelligence significance.

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5. I am convinced that the Geography Division, in order to produce geographic intelligence [redacted] and departmental needs described, requires at a minimum the professional staff that it presently has. The successful accomplishment of present work programs requires, in turn, appropriate supporting clericals. As outlined above, these should be a minimum of nine. Reduction of either the professional or clerical staffs would damage essential intelligence activities served by the Office, and seriously jeopardize the Division's ability to fulfill its mission adequately. It is therefore urgently requested that a review be made of clerical allocations in the Office with the objective of replacing D/GG attrition. Pending such review, it is requested that St/A be authorized to attempt to procure on loan the two clericals that will be needed to offset D/GG losses in June 1960.

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[redacted]
Chief, Geography Division

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